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COUNCIL OF EUROPE COMMITTEE ON COUNTER-TERRORISM (CDCT)

15th Plenary Meeting

Wednesday 19 November (09:30 a.m.) – Friday 21 November (1:00 p.m.)

Strasbourg, Council of Europe

Palais, Room 10

LIST OF DECISIONS

DGI-CDCT@coe.int / www.coe.int/terrorism

The Council of Europe Committee on Counter-Terrorism (CDCT) at its 15th Plenary meeting held on 19 – 21 November 2025, in Strasbourg, under the Presidency of Mr Nicola PIACENTE (Italy) decided to:

1. Opening of the meeting

Open the meeting.

Take note of the opening remarks presented by Mr Gianluca ESPOSITO, Director General of Human Rights and Rule of Law. The Director General congratulated the CDCT for its activity over the years and for completing its work on the modernised, pan-European definition of a “terrorist offence” introduced in the Amending Protocol to the Council of Europe Convention on the Prevention of Terrorism (CETS No. 196). The [Amending Protocol](#) was adopted by the Committee of Ministers in July 2025 and is expected to be opened for signature in May 2026. The Director General also highlighted some other recent achievements of the Council of Europe in the fight against terrorism, including the draft “Guidelines on disengagement and reintegration programs for women with links to terrorism” and the draft “Guidelines on (re)integration programmes for children affected by terrorism”, approved by the CDCT in May 2025 and expected to be adopted by the Committee of Ministers in December. He further underlined that the terrorist threat remains active and evolves constantly in a context of geopolitical tensions and democratic backsliding fuelling violent extremism conducive to terrorism, as shown by the increasing involvement of youth in terrorism through social media. In this context, he expressed the Council of Europe’s commitment to combat disinformation, manipulation of information and foreign interference online through a possible future instrument, which is part and parcel of the [New Democratic Pact for Europe](#), an initiative of the Secretary General, Mr Alain BERSET. In the same vein, the Director General strongly supported the organisation of a conference on “Terrorism and violent extremism: radicalisation of youth” on 26 May next year during the Monaco Presidency of the Committee of Ministers, which should also be seen as part of the same initiative. He moreover encouraged the CDCT to think about the issues to be covered in the future Council of Europe Counter-Terrorism Strategy. The members of the CDCT welcomed these remarks and held an exchange of views with the Director General on how to strengthen international co-operation and build regional partnerships to address current and future counter-terrorism challenges.

2. Adoption of the agenda

Adopt the agenda.

3. Communication by the President, the delegations and the Secretariat

Take note of the information provided by the President, Mr Nicola Piacente, on the organisation of elections during the Plenary for the CDCT Presidency, Vice-Presidency and three positions in the Bureau.

Take note of the information provided by Liechtenstein regarding the [signature of the Additional Protocol to the Convention on the Prevention of Terrorism \(CETS No. 217, the Riga Protocol\)](#) and the upcoming discussions in Parliament in view of the Additional Protocol’s ratification and swift entry into force.

Take note of the information provided by Türkiye, which reiterated that it continues to be committed to multilateralism in countering terrorism, including by co-chairing the Terrorist Travel Working Group of the Global Coalition Against Daesh, and the Daesh-Afghanistan Focus Group of the Coalition, as well as by actively participating in the work of the Global Counter-Terrorism Forum and the United Nations, where it particularly highlights the achievement of the CDCT on the pan-European legal definition of terrorism. Take further note that, on 8 September 2025, Türkiye was the target of a lone-actor

homegrown terrorist attack, in which a 16-year-old high school student in İzmir attacked a police station resulting in the martyrdom of three police officers, and that the perpetrator had accessed Daesh propaganda materials online. Take also note of the information provided by Türkiye on the ongoing dismantling of the PKK terrorist organisation.

Take note of the information provided by the delegation of the Czech Republic on the new 2025 Cybersecurity Act. The Act entered into force on 1 November 2025 and improves the domestic legal framework both in the context of facing terrorist threats and in dealing with Russian hybrid warfare. It is accompanied by the National Cybersecurity Strategy (2026 – 2030) setting force the long-term priorities and objectives in cyberspace for the Czech Republic. The Czech delegation also proposed a possible new initiative to combat online radicalisation that would explore the root causes of such radicalisation as it may lead to violent extremism conducive to terrorism. The proposed activity might be an additional recommendation or another similar activity carried out by a working group following in the footsteps of the CDCT-RAD and might align with the planned conference on the topic of youth radicalisation on the Internet. This proposal was endorsed by other delegations, including the Organisation for Security and Cooperation in Europe (OSCE), which mentioned its own projects and initiatives, including policy guidance on the use of generative AI and prevention, and the role of the educational sector and parents to address youth online radicalisation to violence.

Take note of the concerns expressed by the Netherlands with regard to the growing threat posed by professional (category F4) explosive fireworks. Although banned for private individuals, such explosive fireworks have been increasingly deployed in residential areas, including against first responders, and have had a major impact on public order and safety. Easy access to explosive fireworks could moreover lead to their potential use for terrorist purposes. The topic therefore warrants further work in the Council of Europe under Activity 1.6 of the Counter-Terrorism Strategy regarding the analytical document on the illegal acquisition and trafficking in firearms and explosives (see below). The Dutch and other delegations supporting this initiative were invited to provide elements that would meet the definition of terrorism in CETS No. 196.

Take note of the information provided by the delegation of Bosnia and Herzegovina concerning the [EU-Western Balkans Ministerial Forum on Justice and Home Affairs](#) held in Sarajevo on 30 and 31 October 2025. The event was organised by the Danish Presidency of the Council of the European Union in cooperation with the Ministry of Security and the Ministry of Justice of Bosnia and Herzegovina. The Forum represents a very important gathering of Ministers of Home Affairs and Justice from the Western Balkan countries, as well as from the current and future EU Presidencies, the EU Commissioner for Home Affairs and Justice, and representatives of relevant EU agencies. The key outcome of the forum was the adoption of a new Joint Action Plan for the Western Balkans, which builds on and expands the plan that has been in place since 2018. The new document introduces more precise cooperation mechanisms in counter-terrorism, preventing violent extremism, illegal financial flows, combating migrant smuggling and addressing cyber-threats. Participants emphasised the need for information exchange, capacity-building and stronger coordination among institutions across the region.

Take note of information provided by Mr Carlo CHIAROMONTE, the Council of Europe Counter-Terrorism Coordinator, who informed the CDCT Plenary about his meetings with the French chief antiterrorism prosecutor, Mr Olivier CHRISTEN, and the EU Counter-Terrorism Coordinator, Mr Bartjan WEGTER. He moreover reported on the exchange of views on counter-terrorism issues with the Secretary General of the Council of Europe, Mr Alain Berset, who expressed particular interest in the issue of radicalisation of young people. A conference on this topic, provisionally entitled “Terrorism and violent extremism: radicalization of youth”, will be therefore held on 26 May 2026 during the Monaco Presidency just the day before the start of the next CDCT Plenary meeting. Mr Chiaromonte also referred to the draft “Guidelines on disengagement and reintegration programs for women with links to terrorism” and the draft “Guidelines on (re)integration programmes for children affected by terrorism”,

which will be examined by the GR-J on 9 December and adopted by the Committee of Ministers later in the month. He then provided a short briefing on the [launch event on Comparative Practices on the Use of Information Collected in Conflict Zones as Evidence in Criminal Proceedings and the Roundtable for Criminal Justice Practitioners on Trends and Developments in Use of Conflict Zone Information as Evidence](#), jointly organised by the Council of Europe and the International Institute for Justice and the Rule of Law (IIJ) with the United States Department of State's financial support and graciously hosted by the German Federal Ministry of Justice in Berlin on 16 and 17 October 2025. Mr Chiaromonte warmly thanked the United States, Germany and IIJ for their strong commitment to this project. He provided information on the three candidates for the CDCT Bureau and called for candidates for the Presidency and Vice-Presidency.

Take note of the information provided by the Secretariat about the Council of Europe's participation in several counter-terrorism-related events at the 80th meeting of the United Nations General Assembly during the High-Level Week in September 2025. This included a side event co-organised by Malta and the United Nations Counter-Terrorism Committee Executive Directorate (UNCTED) and a meeting between the Secretary General of the Council of Europe and the Executive Director of UNCTED, Ms Natalia GHERMAN, discussing issues of further co-operation.

4. Council of Europe Counter-Terrorism Strategy (2023 – 2027)

Take note of the information provided by the Secretariat on the overall progress with regards to ongoing activities under the Council of Europe Counter-Terrorism Strategy (2023 – 2027) whereby, with the adoption of the two aforementioned guidelines by the end of the year, the CDCT will have completed 60% of the current strategic cycle.

Concerning the proposals made by the CDCT Bureau following the meeting of 8 October 2025:

- Approve the initiation of Activity 1.6, consisting of the preparation of an analytical document presenting the situation within the CDCT members with regard to the “trafficking of and illicitly acquiring firearms, including small arms, and explosives by terrorist and violent extremist groups”, and exploring the potentially relevant aspects related to the acquisition and misuse of explosive fireworks, of Activity 2.6 aimed at “Providing guidance on the use of e-evidence and open-source information in criminal proceedings for terrorist offences”, with emphasis on generative AI in the context of law enforcement and criminal justice proceedings, of Activity 2.7 on the “Analysis of the status and developments regarding foreign terrorist fighters” and of Activity 3.3 related to the “Preparation of a model Strategy on the whole-of-society approach to disengagement and social reintegration”, with the deadline of the end of 2026 or beginning of 2027;
- Postpone to the next Strategy Activity 1.8 regarding the “Analysis of possible revisions or supplement of terrorist offences under the Convention on the Prevention of Terrorism and its Additional Protocol to cover the changed terrorist modus operandi”, in the light of the adoption of the Amending Protocol to the Convention.

The CDCT President provided information on the discussions held in this regard at the last CDCT Bureau meeting on 8 October 2025.

5. Analysis of factors driving violent extremism leading to terrorism (Activity 1.1 of the Strategy)

Have an exchange of views with the independent expert, Prof. Paul GILL (University College London), on the findings of the “Analysis of factors driving violent extremism leading to terrorism”. The expert underlined the rigorous, evidence-based methodology used for preparing the report, which is a synthesis

of more than a hundred academic studies on the subject-matter. The main conclusion of the exchange was that the variety of profiles and drivers and complex pathways to radicalisation to violent extremism conducive to terrorism require multipronged, creative responses and that better sharing information between all the actors involved (teachers, social workers, etc.) is essential to identify the off-ramps disrupting those pathways. Moreover, a robust procedure for risk assessment is needed based on a structured professional judgment approach, and any interventions should take place in a multiagency and multidisciplinary framework to be impactful. At the same time, there are still gaps in knowledge regarding some groups, calling for further research and analysis.

Examine and approve the report produced by Prof. Paul Gill and his team, with some amendments suggested by the delegations being accepted by the independent expert, and instruct the Secretariat to submit it to the Committee of Ministers of the Council of Europe for information.

6. Recommendation on countering terrorism, violent extremism and the underlying radicalisation on the internet (Activity 1.2 of the Strategy)

Have an exchange of views with the President of the Working Group in charge of producing the draft Recommendation (CDCT-RAD), Ms Ileana VIȘOIU (Romania), and the independent expert, Mr David WELLS. Ms Vișoiu informed the Plenary of the successful completion of the Working Group's task at the last meeting in June 2025 and summarised the drafting process, emphasising the technical nature of the text. Mr Wells presented the substantive aspects of the draft Recommendation, highlighting as key issues the radicalisation of children online, the use of AI in counter-terrorism and the need to adjust measures for law-enforcement and practitioners.

Examine and approve the revised text of the draft Recommendation, incorporating also the input received from delegations, and instruct the Secretariat to submit it to the Committee of Ministers for adoption.

7. Recommendation on prosecuting terrorist offences and serious violations of international humanitarian law committed in the context of an armed conflict (Activity 2.4 of the Strategy)

Take note of the information provided by the co-Presidents of the Working Group in charge of preparing the draft Recommendation on prosecuting terrorist offences and serious violations of international humanitarian law committed in the context of an armed conflict (CDCT-IHL), Mr Nicola Piacente and Ms Päivi KAIRAMO (Finland), regarding the results of the second meeting that took place in Paris on 23-24 September 2025. Mr Piacente, having chaired this meeting, provided information on the discussions held on the first draft of this text and on the outstanding issues. Ms Kairamo specified that the scope of the draft Recommendation is limited to non-international armed conflicts and encouraged delegations to consult their colleagues on some complex issues of international humanitarian law that require liaising with the capitals. The Working Group will continue examining the text of the draft Recommendation at the next meeting scheduled for 2-3 December 2025 in Strasbourg. A fourth meeting will be held next year, notably in order to examine and adopt the explanatory report.

8. Recommendation on non-criminal law measures that may be applied against violent extremist groups and networks whose activities are conducive to terrorism (Activity 1.3 of the Strategy)

Take note of the draft concept note and the information provided by the Secretariat on this activity. The Secretariat updated the CDCT on the results of the call for tenders launched during the summer in order to engage an independent expert in counter-terrorism and counter-extremism matters for the provision of an overview of relevant domestic practices and the key issues raised by such practices. The selected expert is the Counter-Extremism Project Germany, represented by two individual experts, namely Dr Hans-Jakob Schindler and Mr Alexander Ritzmann. This overview together with the concept note will

lay the groundwork for the discussions of the specialised Working Group in charge of producing the draft Recommendation on non-criminal law measures that may be applied against violent extremist groups and networks whose activities are conducive to terrorism (CDCT-NCM). The CDCT members provided input on the profile of the experts to be sought for the formation of the CDCT-NCM and mandated the Secretariat to draft and circulate an invitation for expression of interest to participate in this working group with the aim of holding the first meeting in February next year.

9. Network of Contact Points for the exchange of information regarding the legal standing of victims of terrorism

Take note of the information provided by the Secretariat about the outcomes of the 8th meeting of the Network held on 17-18 June 2025 in Paris. The Secretariat presented the genesis and mandate of the Network and the process of elaboration of the draft Guidelines. The final work product is the result of ample discussions among national experts in victim support and their consultations with domestic competent authorities, and reflects the Council of Europe's unique approach to counter-terrorism measures, which is victim-centred and human rights-based.

Examine and discuss the draft text of the Guidelines produced by the Network. Approve it with some amendments proposed by delegations, and instruct the Secretariat to submit it to the Committee of Ministers for their consideration.

10. 24/7 Network of Contact Points on Foreign Terrorist Fighters

Take note of the information provided by the Secretariat on the 7th meeting of the Network, held on 18 September 2025 in the Council of Europe Office in Paris, namely that the Network adopted its rules of procedure and discussed current trends related to terrorist threats and the movement of foreign terrorist fighters.

11. Consultation of the Parties to the Convention on the Prevention of Terrorism (CETS No. 196) and the Additional Protocol (CETS No. 217)

Take note of the information provided by the President of the Consultation of the Parties to CETS Nos. 196 and 217, Ms Ileana Vişoiu, regarding the outcomes of the 7th meeting of the CoP, namely the discussion concerning the thematic report on the implementation of Article 5 of CETS No. 196 and other organisational matters. The main outcome was the adoption of the report, with a few amendments. The discussion was also dedicated to the future work of the COP and ways to improve it. A conceptual note will be proposed by the Secretariat to the members of the COP. The CoP decided that the future assessment will concern Article 6 of CETS No. 196. The next meeting will discuss the questionnaire to be distributed to delegations. The COP confirmed Ms Vişoiu as President for another two years.

12. Country profiles

Take note of the presentation by Mr Piotr KOSIERADZKI (Poland) of the updated Polish country profile.

Examine and adopt this country profile and task the Secretariat with its publication on the CDCT website.

13. Elections

Elect Ms Ileana Vişoiu as President of the CDCT and Mr Nicola Piacente as Vice-President of the CDCT, with a mandate starting from 1 January 2026.

Elect Mr Marc RUPERD (France), Ms Anja SCHÜLLER (Germany) and Ms Dalma HEGEDŰS (Hungary) as members of the CDCT Bureau, with a mandate starting from 1 January 2026.

Thank the outgoing Vice-President and member of the Bureau, Ms Päivi Kairamo, for her outstanding contribution to the work of the CDCT.

14. Any other business

N/A

15. Preparation of the 16th Plenary Meeting of the CDCT

Hold its 16th Plenary meeting in Strasbourg on 27-29 May 2026 back-to-back with the conference on youth involvement in terrorism and violent extremism.

16. Adoption of the List of Decisions

Adopt the List of Decisions.

APPENDIX**Declaration by Türkiye Regarding the 15th Plenary Session of the CDCT**

Türkiye values the work of the CDCT as a technical platform which Council of Europe Member States can discuss and set standards on how to counter terrorism. As one of the first co-chairs of the Global Counterterrorism Forum and a co-lead to both Terrorist Travel Working Group and Daesh-Afghanistan Focus Group within the Global Coalition Against Daesh, Türkiye remains committed to multilateral efforts in countering terrorism.

In spirit of co-operation, Türkiye joined the consensus on the CDCT's adoption of the report "Drivers of Violent Extremism into Terrorism." However, Türkiye must highlight the grave error of referencing to the Israeli-Palestinian conflict in a report about violent extremism.

The references in the report about Palestinian groups are disconnected from reality, as they do not reflect the situation on the ground. Palestinian groups mentioned in the report, notably Hamas and Fatah, are the outcomes of more than seven decades long Israeli occupation and oppression in the Occupied Palestinian Territory. Therefore, the Palestinian resistance, to secure the inalienable rights of Palestinians, including Palestinian statehood, cannot be ignored and labelled as terrorism or violent extremism. Furthermore, without mentioning the Israeli settler terrorism in the West Bank, this report cannot give a clear picture regarding the situation on the ground for the Israeli-Palestinian conflict.

Essentially, mentioning Palestinians, Hamas, or Fatah in a report regarding violent extremism and terrorism completely misrepresents the root causes and de-facto realities of this conflict stemming from illegal Israeli occupation.